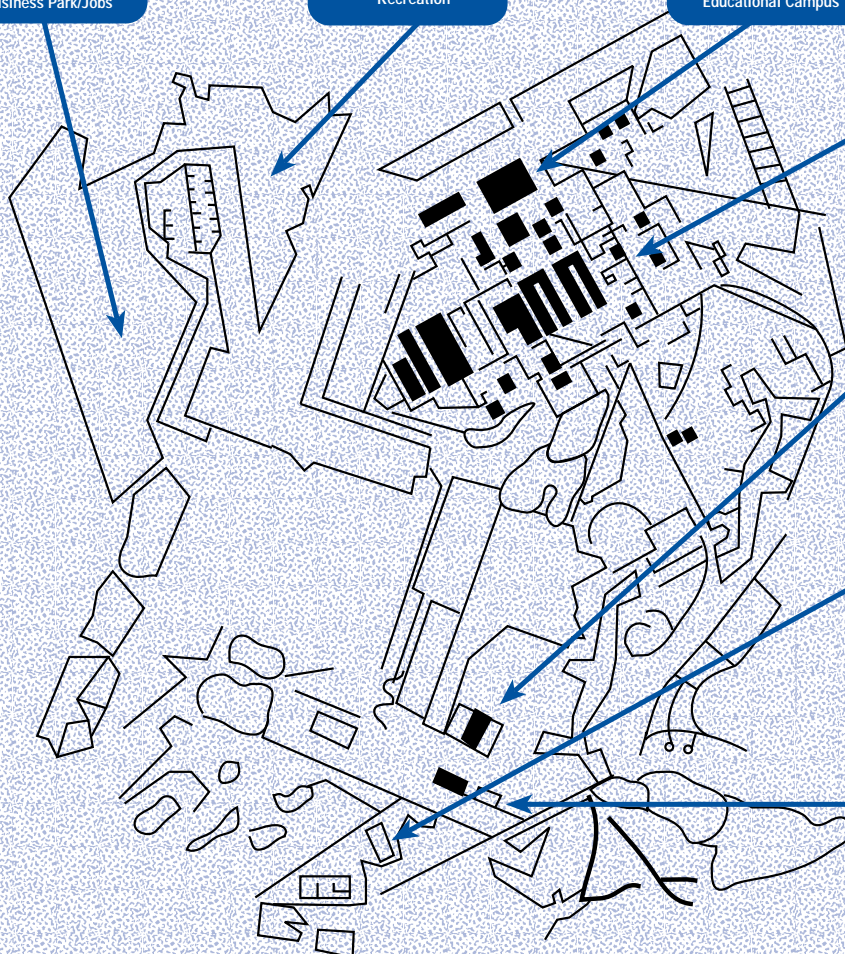


# Guidebook on Military Base Reuse and Homeless Assistance





**U.S. Department of Housing and Urban Development  
Washington, D.C. 20410-7000**

**OFFICE OF THE ASSISTANT SECRETARY FOR COMMUNITY PLANNING AND DEVELOPMENT**

March 1996

Dear Friend:

I am aware of the many challenges you face in developing a plan to reuse the military installation(s) in your jurisdiction affected by base closure and realignment. We at HUD are eager to work with you in creating a viable reuse plan that balances the needs of your community and enables you to plan strategically.

Although military downsizing can be painful for a community, it can also provide an opportunity for local communities to create more diverse economies that support viable and sustainable neighborhoods. Secretary Cisneros and I have visited several communities that have successfully navigated the base reuse process and created a wide variety of good jobs and impressive neighborhood development initiatives that address both homelessness and other community needs.

To assist you in the reuse planning process, HUD has developed innovative Consolidated Plan mapping software for your community. With this mapping software, local officials, community leaders, and other interested citizens can view maps of the installation in tandem with the neighborhoods in the vicinity. This software allows you and your community to create maps that depict points of interest, economic conditions, Federal programs, and services. You can use these maps to visualize new neighborhoods, businesses, and public amenities and to coordinate your overall plans.

Addressing some of the housing and service needs of homeless individuals and families is part of the formula for creating these viable and sustainable neighborhoods. Under the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (Redevelopment Act), HUD is responsible for ensuring that the economic redevelopment, other development, and homeless assistance needs of the community in the vicinity of the installation are balanced.

The main message of this guidebook is that a "balanced" reuse plan will result from planning efforts where all interests, including those of homeless assistance providers, are "at the table." This guidebook is also an acknowledgment by HUD that communities know their own needs best. While HUD will not dictate your base reuse planning, we are eager to help you achieve a balanced plan and offer our resources. This includes working with you in partnership to build on both local interests and expertise from across the Nation.

I hope that you find this guidebook helpful. We are eager to assist you in the redevelopment of your installation.

Sincerely,

Andrew Cuomo  
Assistant Secretary



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For more than three decades, the U.S. Department of Defense (DOD) has closed or realigned military installations to reduce overhead, enhance readiness and modernization, and adjust to the realities of changing international relations. The resultant impact on surrounding communities is often dramatic. Many communities have successfully converted these former installations to civilian uses such as parks and other recreational facilities, business centers, market-rate housing, affordable housing, and transitional housing for homeless persons. Since the late 1980s, the base closure process and the role of local communities in planning for their transition to civilian use have evolved significantly.

In 1987, Congress enacted the Stewart B. McKinney Homeless Assistance Act. Title V of that Act made serving the homeless the first priority for use of all surplus Federal properties, including military installations. Congress did not anticipate the scope of military base closures and realignments nor how the Title V priority of the McKinney Act would affect reuse of the installations.

In 1988, the Secretary of Defense chartered the first Defense Base Closure and Realignment Commission (BRAC Commission). The BRAC Commission recommended closing 86 installations and the partial closure or realignment of 59 others. The Base Closure and Realignment Act of 1990 established the first independent commission “to provide a fair process that will result in the timely closure and realignment of military installations inside the United States.” This law authorized the creation of an independent BRAC Commission to recommend installation realignments and closures in 1991, 1993, and 1995. The BRAC Commission authorization expired December 31, 1995.

Early in the 1990s, most individuals involved in base reuse concluded that Title V of the McKinney Act did not adequately address all multiple interests related to large parcels of surplus Federal properties

such as military bases. Therefore, in 1994, DOD; the U.S. Departments of Housing and Urban Development (HUD), Veterans Affairs (DVA), and Health and Human Services (DHHS); the General Services Administration (GSA); and homeless assistance providers and other community groups recommended changes to the McKinney Act that led to enactment of the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (the Redevelopment Act).

## The Redevelopment Act

The Act was designed to accommodate the impacted communities’ multiple interests in base reuse and to meet the national priority to assist homeless individuals and families. The law:

1. Exempts 1995 BRAC Commission installations from the provisions of Title V of the McKinney Act and substitutes a new community-based process wherein representatives of the homeless and other community groups participate in local reuse planning. (See exhibit 1 for a listing of 1995 BRAC Commission installations with surplus Federal property.)
2. Establishes a process whereby 1988, 1991, and 1993 BRAC Commission installations might elect to be treated under this new process. A list of installations electing to participate under the Redevelopment Act was published in the *Federal Register* on May 30, 1995 (see exhibit 2).

The Redevelopment Act places responsibility for base reuse planning in the hands of a Local Redevelopment Authority (LRA), which represents all the local jurisdictions affected by a closing or realigning installation. The LRA is responsible for developing a reuse plan that appropriately balances the needs of the various communities for economic redevelopment, other development, and homeless assistance. HUD then reviews the plan to determine its compliance with the statute.

### Exhibit 1

## 1995 BRAC Commission List of Installations With Surplus Property

### Alabama

Fort McClellan (Anniston)  
Naval Reserve Center Huntsville

### Alaska

Fort Greely  
Naval Air Facility Adak

### Arkansas

Fort Chaffee (Fort Smith)

### California

Fleet Industrial Supply Center Oakland  
McClellan Air Force Base (Sacramento)  
Naval Ship Yard Long Beach  
Oakland Army Depot  
Ontario International Airport Air Guard Station  
Point Molate (Richmond)  
Rio Vista Army Reserve Center  
Sierra Army Depot (Susanville)

### Colorado

Fitzsimons Army Medical Center (Aurora)

### Connecticut

Naval Underwater Warfare Center New London  
Stratford Army Depot

### Florida

Naval Air Station Key West  
Naval Research Lab Orlando

### Guam

Fleet Industrial Supply Center Guam  
Naval Activities Guam  
Public Works Center Guam  
Ship Repair Facility Guam

### Illinois

Savanna Army Depot Activity

### Indiana

Naval Air Warfare Center Indianapolis

### Kentucky

Naval Surface Warfare Center Louisville

### Maryland

Fort Holabird (Baltimore)  
Fort Ritchie  
Naval Surface Warfare Center Annapolis  
Naval Surface Warfare Center White Oak  
(Silver Spring)

### Massachusetts

Hingham Air Reserve Center (Cohasset)  
Naval Air Station South Weymouth  
Squantum Gardens and Naval Terrace (Quincy)

### Michigan

Detroit Arsenal

### New Jersey

Bayonne Military Ocean Terminal  
Camp Kilmer (New Brunswick)  
Camp Pedricktown (Camden)

### New York

Bellmore Logistics Activity (Nassau)  
Fort Totten (Queens)  
Griffiss Air Force Base (Rome)  
Roslyn Air Guard Station  
Seneca Army Depot

### Pennsylvania

Defense Distribution Depot Letterkenny  
Kelly Support Center Pittsburgh  
Letterkenny Army Depot  
Naval Air Warfare Center Oreland  
Naval Air Warfare Center Warminster  
Naval Command, Control, and Ocean Surveillance  
Center Warminster

### Puerto Rico

Fort Buchanan

### Tennessee

Defense Distribution Depot Memphis

### Texas

Defense Distribution Depot San Antonio  
Kelly Air Force Base (San Antonio)  
Red River Army Depot (Texarkana)  
Reese Air Force Base (Lubbock)

### Utah

Defense Distribution Depot (Ogden)

### Virginia

Fort Pickett (Nottoway)

### Washington

Camp Bonneville (Vancouver)

### Wisconsin

Naval Reserve Center Sheboygan

## Exhibit 2

Pre-1995 BRAC Commission  
List of Installations<sup>1</sup>**California**

George Air Force Base (Victorville)  
 Hamilton Army Airfield (Novato)  
 March Air Force Base (Moreno Valley)  
 Marine Corps Air Station El Toro (Orange County)  
 Marine Corps Air Station Tustin  
 Naval Air Station Alameda/Naval Aviation Depot  
 Naval Civil Engineering Laboratory Port Hueneme  
 Naval Hospital Oakland  
 Naval Ship Yard Mare Island (Vallejo)  
 Naval Station Long Beach (Long Beach)  
 Naval Station Long Beach (Los Angeles)  
 Naval Station Treasure Island (San Francisco)  
 Naval Training Center San Diego  
 Norton Air Force Base Housing (San Bernardino)

**Colorado**

Pueblo Depot Activity

**Florida**

Naval Training Center Orlando

**Guam**

Naval Air Station Agana

**Hawaii**

Naval Air Station Barbers Point (Honolulu)

**Massachusetts**

Fort Devens (Ayer)  
 Naval Reserve Center New Bedford  
 Naval Reserve Center Pittsfield

**Michigan**

Wurtsmith Air Force Base (Oscoda)

**New Jersey**

Camp Evans/Fort Monmouth (Wall)  
 Naval Air Warfare Center Aircraft Division Trenton  
 (Ewing)

Naval Reserve Center Perth Amboy  
 Nike Missile Battery 80 (East Hanover)

**New York**

Manhattan Beach Army Housing (Brooklyn)  
 Naval Reserve Center Jamestown  
 Naval Station New York (Brooklyn)  
 Naval Station New York (Staten Island)

**Ohio**

Newark Air Force Base (Heath)

**Oregon**

Umatilla Army Depot

**Pennsylvania**

Defense Personnel Support Center (Philadelphia)  
 Naval Air Warfare Center Aviation Division  
 Warminster  
 Naval Complex Philadelphia

**Texas**

Carswell Air Force Base (Dallas)  
 Naval Air Station Housing (Duncanville)

**Virginia**

Naval Reserve Center Staunton  
 Naval Reserve Center Suffolk  
 Vint Hill Farms Station (Warrenton)

**Washington**

Naval Station Puget Sound (Sand Point)

<sup>1</sup> The LRAs from these 1988, 1991, or 1993 installations elected to be treated under the provisions of the Redevelopment Act.



### Implementation of the Redevelopment Act

In 1995, HUD's Office of Community Planning and Development (CPD) and DOD's Office of the Assistant Secretary for Economic Security jointly developed and published regulations that implement the Redevelopment Act: DOD's regulations were published at 60 FR 40277 on August 8, 1995, and HUD's regulations were published at 60 FR 42972 on August 17, 1995. A final rule that responds to public comments and incorporates minor amendments to the National Defense Authorization Act for FY 1996 is anticipated by fall 1996. To obtain a copy of the regulations, contact HUD Headquarters (see appendix 1).

This guidebook was developed to anticipate and answer potential questions about the Redevelopment Act. It explains the base redevelopment planning process, the requirements and guidelines for submission of applications, and HUD's review process. However, this guide is not an exhaustive reference. Other issues germane to the base reuse process are addressed in two DOD documents:

- *Community Guide to Base Reuse* provides an overview of the base reuse process. It encourages broad, community-based planning for reuse of available military facilities. Copies may be obtained from DOD's Office of Economic Adjustment at (703) 604-6020.
- *The Base Reuse Implementation Manual* provides guidance for implementing the Base Closure Community Assistance Act of 1993 and some provisions of the Redevelopment Act. The manual was developed by a working group of representatives from the Office of the Secretary of Defense and the Military Departments to ensure that a common approach to implementing base reuse be taken by all the components of DOD. Copies may be obtained from the U.S. Department of Commerce, National Technical Information Service, 5285 Port Royal Road, Springfield, VA 22161, (703) 487-4600.

## Overview of the Base Redevelopment Process

**T**his section discusses the objectives of the Redevelopment Act. Included is information on participants and major steps involved in the base reuse process, HUD's role, extensions of time, screening (outreach) efforts, notices of interest, and pending and approved applications under Title V of the McKinney Act.

### **Q** What are the objectives of the Redevelopment Act?

The Redevelopment Act has three primary objectives:

- To balance a community's expressed needs for economic redevelopment and other development with the expressed needs of the homeless individuals and families in the vicinity of the installation.
- To ensure that base reuse planning is directed by local communities in the vicinity of the installation via empowerment of a locally controlled redevelopment planning authority.
- To promote rapid reuse of closing or realigning military installations by establishing timelines or deadlines for each stage of the process.

### **Q** Does the Redevelopment Act apply to all closing or realigning military installations?

The Redevelopment Act applies to all installations approved for closure *after* October 25, 1994. These installations include those listed in the 1995 BRAC Commission recommendations plus any potential future BRAC Commission recommendations that are approved by Congress (see exhibit 1 for a list of the 1995 recommendations).

The Act also applies to approximately 40 installations approved for closure *before* October 25, 1994 (1988, 1991, and 1993 BRAC Commission installations) for which the LRA elected to be treated under the Redevelopment Act and notified the Secretary of Defense of its intention by December 24, 1994 (see exhibit 2 for a list of these installations).

Installations approved for closure before October 25, 1994, that did not elect to be treated under the Act continue to be covered by the provisions of Title V of the McKinney Act, as amended.

### **Q** Who are collaborators in the new base redevelopment process?

Representatives of the local community working with Federal and State officials, private sector representatives, and homeless assistance providers attempt to develop a balanced reuse plan that reflects local needs. The role played by each of these partners is described briefly in the following paragraphs:

#### Local Participants

**Local Redevelopment Authority (LRA).** The LRA is any authority or instrumentality established by State or local government and recognized by the Secretary of Defense through its Office of Economic Adjustment (OEA) as the entity responsible for developing the reuse plan or for directing implementation of the reuse plan. *Established* by the local community and simply *recognized* by OEA, LRAs must allow the community maximum public input during its deliberations. The community for an installation is defined as the political jurisdiction(s) that comprise the LRA for the installation (see page 12 for clarification).

**Public agencies and departments.** Public agencies and departments are often eligible for one of several public conveyance programs that may make surplus

## Overview of the Base Redevelopment Process

properties available at up to a 100-percent discount of fair market value. Surplus military property may be conveyed to these public agencies and departments to provide vital public services such as education, health care, homeless services, parks and recreation, law enforcement, prisons, and transportation services.

**Homeless assistance providers.** These participants may include State or local government agencies, private nonprofit organizations, or other entities that provide or propose to provide assistance to homeless persons and families. Providers seek buildings and properties that may allow for supportive services, job and skills training, employment programs, shelter, transitional housing, permanent housing, food and clothing banks, treatment facilities, or any other activity that clearly meets an identified need of the homeless and fills a gap in the Continuum of Care (see page 18 for a discussion of Continuum of Care).

**Private entities.** Private entities may range from multinational corporations to small businesses that, in most cases, are critical to a community's economic recovery from base closure or realignment. Private companies are frequently interested in the reuse potential for surplus base buildings and property.

### Federal Participants

**U.S. Department of Defense.** OEA is the DOD office responsible for recognizing the LRA. It also provides planning grant funds to those LRAs for which it determines base closure will cause direct and significant adverse consequences, or to those for which the Military Department is required, under the National Environmental Policy Act of 1967, to undertake an Environmental Impact Statement (EIS). An OEA Project Manager is assigned to each of these installations as a facilitator and catalyst to the community's planning process.

Other DOD participants are the U.S. Army Corps of Engineers, the Navy Facilities Engineering Command, and the Air Force Base Conversion Agency, which dispose of surplus property following consultations with the LRA and consideration of the approved

reuse plan. In addition, Base Transition Coordinators (BTCs) and BRAC Environmental Coordinators (BECs) work as troubleshooters and ombudsmen to help the LRAs navigate the stages of closure and environmental restoration.

### U.S. Department of Housing and Urban Development Headquarters and Field Offices.

HUD's CPD administers HUD's responsibilities under the Redevelopment Act. The Base Redevelopment Team in Washington, D.C., provides policy coordination. HUD Field Offices provide technical assistance to LRAs and homeless assistance providers throughout the planning process. HUD Headquarters and Field Office staff each review the reuse plan (see Appendix 1 for a list of CPD's 42 Field Offices).



### What is HUD's role?

HUD reviews the LRA's reuse plan and determines whether the plan:

- Considers the size and nature of the homeless population in the vicinity of the installation.
- Shows evidence of having consulted with homeless assistance providers.
- Specifies how buildings and property, on or off the installation, will become available for homeless assistance.
- Considers the economic impact of proposed homeless assistance on communities in the vicinity of the installation.
- Balances the needs for economic and other development with the needs of the homeless for the communities within the vicinity of the installation.

HUD is available to provide technical assistance to the LRA and may negotiate and consult with the LRA before or during its preparation of the reuse plan. Local HUD Field Office staff can help link the LRA

with homeless assistance providers, provide guidance on the process mandated by the Redevelopment Act, and facilitate linkage of the LRA and homeless assistance providers to sources of funding for reuse projects.

### Q What major steps make up the base redevelopment process?

Several major steps make up the base redevelopment process (see exhibit 3 for 1995 BRAC Commission installations and exhibit 4 for pre-1995 BRAC Commission installations).

#### Step 1: Approval of BRAC Recommendations for Closures or Realignments

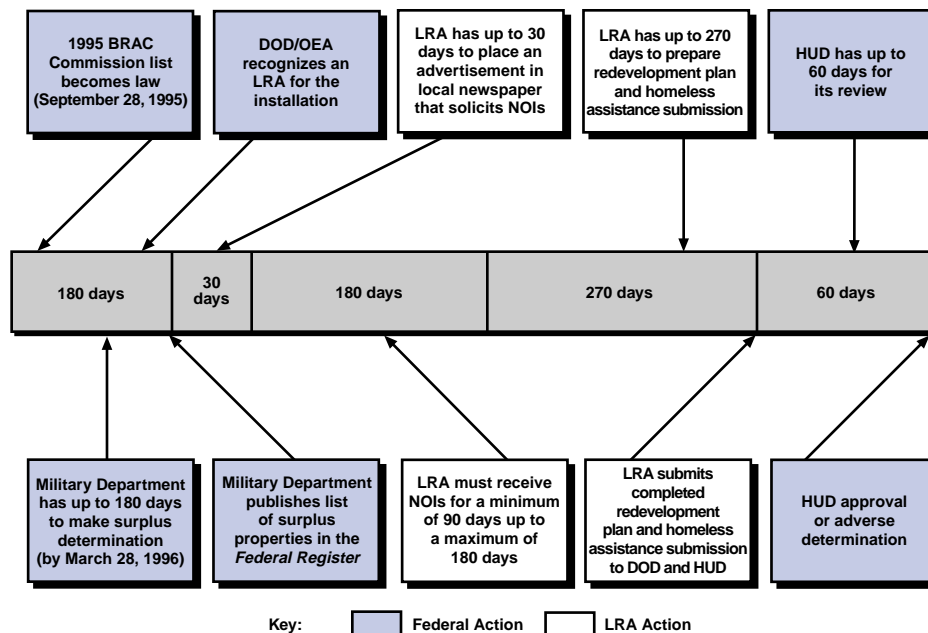
The base redevelopment process formally begins with the President's approval of the BRAC Commission recommendations. The 1995 BRAC Commission recommendations were approved by the President on July 14, 1995. Those approved recommendations then became law on September 28, 1995, when Congress

failed to pass a resolution of disapproval within 45 legislative days of presidential approval. The 1991 and 1993 BRAC Commission recommendations followed the same process. The 1988 BRAC Commission list was established under a different law, which called for a process that required the Commission to recommend the list to the Secretary of Defense for approval.

#### Step 2: Federal Screening for Potential Federal Reuse

When the 1995 BRAC Commission's list became law on September 28, 1995, Federal agencies and departments had first choice for use of the excess military installations. Federal interests were to have been formally applied for within 60 days of the closure approval date. The Military Department is to make all surplus determinations not later than March 28, 1996, which is 6 months following the closure approval date. The Federal screening process is officially complete once the Military Department publishes its list of surplus buildings and properties in the *Federal Register*. The Federal screening process has been

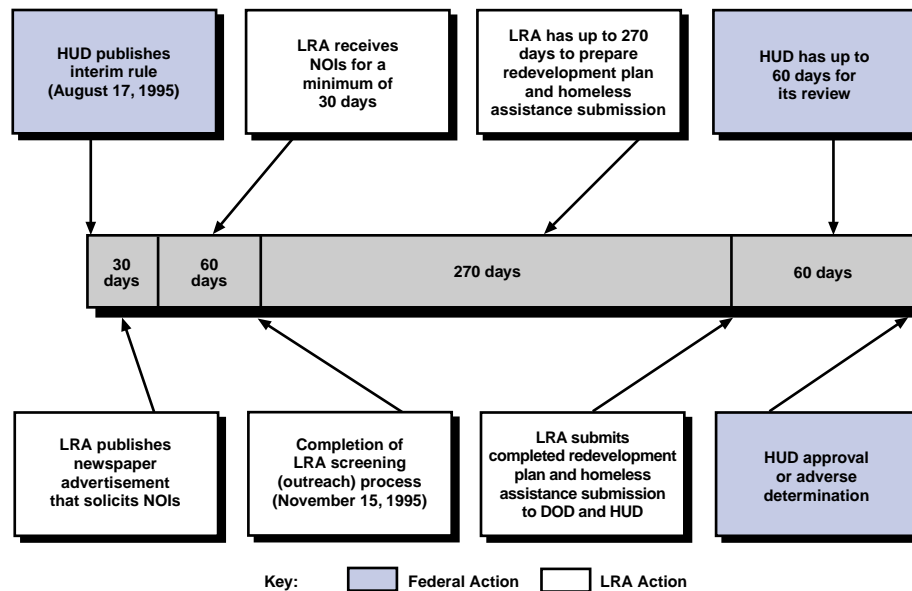
**Exhibit 3 Process for 1995 BRAC Commission Installations**



## Overview of the Base Redevelopment Process

### Exhibit 4

### Process for Pre-1995 BRAC Commission Installations That Elected To Be Treated Under the Redevelopment Act



completed for most 1988, 1991, and 1993 BRAC Commission installations.

#### Step 3: DOD's Recognition of the LRA

Concurrent with the Federal screening process, the community forms the LRA. DOD, through OEA, must recognize the LRA. OEA notifies the community of its recognition in writing and publishes the name, address, and point of contact for the LRA in the *Federal Register* and in a newspaper of general circulation in the community in the vicinity of the installation.

For installations on the 1995 BRAC Commission list, DOD began recognition of LRAs after September 28, 1995. All pre-1995 BRAC Commission installations had duly recognized LRAs before electing to be treated under the new process as of December 24, 1994.

#### Step 4: LRA's Screening (Outreach) Actions

Once the Military Department publishes the list of surplus buildings and properties, the LRA must advertise their availability in a newspaper of general cir-

lation within the vicinity of the installation. The advertisement must include the time period during which it will receive notices of interest (NOIs) from homeless assistance providers and State and local governments (see pages 10 and 11 for additional information).

#### Step 5: Completion of the Redevelopment Plan and the Homeless Assistance Submission

When the LRA completes its screening (outreach) process, it has up to 270 days (for both pre-1995 and 1995 BRAC Commission installations) to generate a redevelopment plan and a homeless assistance submission (see section 4). The LRA must determine which NOIs, if any, to support with some combination of buildings, property, and/or funding.

The LRA is required by the Redevelopment Act to negotiate with those homeless assistance providers who submit NOIs. These negotiations are brought to closure through the development of legally binding agreements (see section 4), which may differ substantially from the initial NOI. These agreements are then submitted as part of the homeless assistance submission.

Once the redevelopment plan and the homeless assistance submission are drafted, the LRA must hold a public hearing to receive input on these documents and revise them in accordance with issues raised at the hearing. The LRA shall submit a copy of the final redevelopment plan and the homeless assistance submission to the local HUD Field Office; HUD Headquarters in Washington, D.C.; and the Military Department.

### Step 6: HUD's Review

The Redevelopment Act mandates that HUD review the redevelopment plan and the homeless assistance submission within 60 days of receipt (see section 4). HUD may negotiate and consult with the LRA at any time during its review and will notify the LRA of its determination or, where applicable, of any further steps the LRA should take.

### Step 7: Military's Disposal of Buildings and Property

When HUD approves the LRA's redevelopment plan and homeless assistance submission, the Military Department must conduct an official public benefit transfer screening based on any public uses identified in these documents and must complete an environmental review of the installation in compliance with Federal environmental laws. Transfer of properties to the intended recipient will occur only after this review process is completed.

For on-base buildings and properties committed to homeless assistance providers, the transfer will be made in compliance with the approved application, either to the LRA or directly to the homeless assistance providers.

### What if the LRA needs additional time to complete its application?

The LRA may request a waiver to extend or postpone the deadlines. If the LRA shows good cause, the Assistant Secretary of Defense for Economic Security may grant such a request if it is deemed in

the best interest of the community. Requests must be submitted, before the deadline sought to be extended, to the following address:

Director, Office of Economic Adjustment  
U.S. Department of Defense  
400 Army-Navy Drive, Suite 200  
Arlington, VA 22202

In addition, certain nonstatutory requirements in the regulations—except for deadlines and actions required by DOD—may be waived by HUD's Assistant Secretary of Community Planning and Development. To determine those requirements, LRAs should contact their local HUD Field Offices. Direct requests for these waivers should be submitted to the following address:

Assistant Secretary of Community Planning and Development  
U.S. Department of Housing and Urban Development  
451 7th Street SW., Room 7100  
Washington, DC 20410

### What screening (outreach) activities are required of the LRA?

#### Advertisement

Formal outreach to public and homeless interests must begin within 30 days after the date on which the Military Department publishes the list of surplus buildings and properties in the *Federal Register*. This outreach process formally begins when the LRA publishes a newspaper advertisement requesting NOIs that suggest reuse of buildings and properties on the installation. The process ends on the deadline date stated in the newspaper advertisement for submission of NOIs to the LRA. Advertisements initiated by the Military Department for surplus buildings and property are *not* substitutes for this requirement.

The advertisement must be published for a minimum of 1 day, and it must specify the time period during



## Overview of the Base Redevelopment Process

### Exhibit 5 Sample Newspaper Advertisement

#### Availability of Surplus Federal Property to State and Local Interests, Including Representatives of the Homeless, XYZ Military Base, AnyCity, USA

Under the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (Redevelopment Act), the City of AnyCity is seeking notices of interest from State and local interests, including representatives of the homeless, for buildings and property that have been declared surplus to the Federal Government. This installation was selected for closure (or realignment) by the 1993 Defense Base Closure and Realignment Commission, and it will be officially closed on October 1, 1997.

A significant portion of its land and existing structures has been declared surplus to the Federal Government and, as required by the Redevelopment Act, must be made available for use to address some of the economic redevelopment, homeless assistance, and other development needs of the community in the vicinity of the installation.

The community in the vicinity of the installation is defined as the City of AnyCity and the County of AnyCounty. Notices of interest for homeless assistance use may be submitted by any State or local government agency or private nonprofit organization that provides or proposes to provide services to homeless persons and families in the community in the vicinity of the installation. Although buildings on properties that will be used to serve homeless individuals or families are available at no cost, representatives of the homeless are responsible for improvements and operating costs.

The ABC Local Redevelopment Authority (LRA), which represents the interests of the City and the County through a joint powers agreement will be accepting notices of interest until 5 p.m. on Friday, July 19, 1996. The buildings and property available to the community for its consideration include the following units: 250

units of single-family housing, a 100-unit multifamily complex, 14 warehouse buildings, a chapel, a golf course, an educational facility, and various other tracts of land. To submit notices of interest or obtain information on the prescribed form and content of notices of interests or on the facility, contact Mary Sue, Reuse Coordinator, 123 Maple Street, AnyCity, AnyState, Zip Code, phone number.

Organizations may also learn more about the available buildings and property and the process for submitting notices of interest by attending a workshop that will be held on the base on Friday, April 12, 1996. This workshop, which begins at 10 a.m., will include an overview of the base reuse process, a tour of the installation, information on any land-use constraints, and information about the application process. To register for this workshop, please contact John Doe at (123) 456-7890 by Wednesday, April 10, 1996.

which the LRA will accept NOIs. Pre-1995 communities must publish a definitive period for receipt of NOIs, of not less than 30 days nor more than 180 days, while 1995 communities must provide a period not less than 90 days nor more than 180 days.

**For 1995 BRAC Commission installations.** The LRA's newspaper advertisement must be published within 30 days of the Military Department's advertisement in the *Federal Register*. The advertisement must state a definitive period of not less than 90 days nor more than 180 days for homeless assistance providers or State and local entities to express interest in the property. Because the advertisement should appear in a section of the paper that has

high visibility, the legal or classified sections generally should be avoided (see exhibit 5 for a sample advertisement).

#### **For pre-1995 BRAC Commission installations.**

Pre-1995 BRAC Commission installations should have completed this outreach process by November 15, 1995. Outreach conducted before October 25, 1994, does not substitute for this requirement.

#### **Workshop**

Early in the outreach process and in coordination with HUD and the Military Department, the LRA shall conduct at least one workshop on the installation.

The goals of these workshops are to:

- Inform homeless and public interest groups about the closure/realignment and disposal process.
- Allow groups to tour the buildings and properties available either on or off the installation.
- Explain the LRA's process and schedule for receiving NOIs.
- Discuss any known land-use constraints affecting the available property and buildings.

The LRA may use HUD's list of homeless assistance providers or any other homeless assistance provider lists (for information on these mailing lists, see page 25). LRAs from pre-1995 BRAC Commission installations that published newspaper advertisements before August 17, 1995, are not bound by this requirement.

### Direct Outreach

LRAs shall meet with homeless assistance providers expressing interest in properties on or off the installation. The LRA must submit to HUD a list of providers that were consulted throughout the reuse planning process.

### **Q** How extensive should outreach efforts be? Is there a minimum standard?

The Redevelopment Act specifies that outreach to homeless assistance providers must extend to the community in the vicinity of the installation—defined as the jurisdictions that constitute the LRA. For example, if the LRA's Executive Committee is composed of city and county representatives, the official area for outreach includes the homeless assistance providers that serve persons residing within those two jurisdictions. To define the catchment area, LRAs should contact the Headquarters Office listed in appendix 1.

As long as the LRA meets the minimum standard, it may extend its outreach efforts as widely as it wishes to private or public interest groups both within and outside the local community.

A jurisdiction that receives Community Development Block Grant funds as a member of an urban county (as defined by HUD) should examine how housing and services for the homeless are provided within the county. Because the homeless service system is countywide, these LRAs should consider extending their outreach to all the communities that constitute the urban county.

### **Q** Do outreach efforts conducted under Title V for pre-1995 BRAC Commission installations suffice for an LRA electing to be treated under the Redevelopment Act?

LRAs must fulfill the outreach requirements of the Redevelopment Act, even if a Title V pending or approved application exists. Moreover, outreach to homeless assistance providers conducted prior to October 25, 1994, does not meet the requirements of the Redevelopment Act. Pre-1995 BRAC Commission installations that opted to be treated under the provisions of the Act must complete the outreach requirements of this law.

### **Q** What information must be included in NOIs?

#### Public and Private Interest NOIs

No prescribed format is required for NOIs from the public and private interests. NOIs must merely specify the name of the entity expressing interest, provide information about the property and facilities of interest, and describe the planned use.



## Overview of the Base Redevelopment Process

### Homeless Assistance Provider NOIs

*NOIs from homeless assistance providers must be more specific.* They must contain:

- A description of the need for the program (see the discussion of Continuum of Care in section 3).
- A description of the proposed homeless assistance program, including the specific proposed reuse of properties or facilities, such as supportive services, job and skills training, employment programs, emergency shelters, transitional or permanent housing, food and clothing banks, treatment facilities, or other activities that meet homeless needs.
- A description of the extent to which the program is or will be coordinated with other homeless assistance programs in the communities in the vicinity of the installation (see the discussion of Continuum of Care in section 3).
- Information about the physical requirements necessary to implement the program, including a description of buildings and property at the installation that are proposed to carry out the program.
- A description of the homeless assistance provider who is submitting the notice, its organizational and legal capacity to carry out the program, and its financial plan for implementing the program.
- An assessment of the time required by the homeless assistance provider to carry out the program.

### **Q** Do all closing/realigning installations have LRAs?

No. LRAs are formed *only* if buildings and properties on the installation will be available for local use as the result of a closure or realignment. Some base closures/realignments involve the relocation of

personnel and may not affect the overall need for buildings and properties. On some occasions, other Federal agencies obtain the excess buildings and property during Federal screening.

### **Q** Is HUD involved in all closing/realigning installations?

No. Under the Redevelopment Act, HUD has a statutory mandate to review the reuse plan for closing/realigning BRAC Commission installations that have a recognized LRA. Therefore, HUD has no formal role in base redevelopment if:

- The installation is not a BRAC Commission closure/realignment action.
- A pre-1995 BRAC Commission installation did not elect to be treated under the Redevelopment Act (however, HUD performs its responsibilities under Title V of the McKinney Act, as amended).
- The installation contains no surplus property.

### **Q** Does the Redevelopment Act cover all installations regardless of size?

The Redevelopment Act applies to all military installations regardless of their size, location, or complexity. HUD acknowledges that a community's response to base redevelopment will vary according to the size, location, and complexity of the installation. HUD recognizes that LRA applications developed for major installations, which may encompass thousands of acres, will be more lengthy and complicated than 3- or 4-acre reserve facilities that contain few buildings.

For example, an LRA located in a small rural community having a small homeless population will not be held to the same level of detail in its submission as will an LRA in a large metropolitan area with a large homeless population. Ultimately, LRAs must follow the process stipulated in the Redevelopment Act

and submit applications that balance the expressed needs of the community for economic redevelopment, other development, and homeless assistance.

### **Q For pre-1995 LRAs electing coverage under the Redevelopment Act, what happens to the pending or approved Title V applications?**

A provision in the Redevelopment Act instructed DHHS to suspend pending reviews of any Title V applications (on October 25, 1994) that requested buildings or property on pre-1995 BRAC Commission installations. For buildings and properties on pre-1995 BRAC Commission installations that were approved by DHHS before enactment of the Redevelopment Act but not yet transferred, it forbade the transfer.

The Redevelopment Act grants special consideration for providers who had applications pending or approved on base closure/realignment buildings and properties at the time of enactment of the Redevelopment Act (October 25, 1994). To obtain a list of these pending and approved Title V applications, contact the local HUD Field Office.

For LRAs from 1988, 1991, and 1993 BRAC Commission installations electing to remain under the provisions of Title V of the McKinney Act, as amended by the FY 1993 Defense Authorization Act, DHHS continued its pending reviews. However, for LRAs electing the Redevelopment Act process, pending or approved Title V applications remain frozen and the LRA will take the following actions, as appropriate.

### **Applications Pending With DHHS on October 25, 1994**

Title V applications pending are those received by DHHS before October 25, 1994, on which no decision has been made. LRAs must address these pending Title V applications during preparation of their

homeless assistance submission and must explain what they have done to accommodate the Title V applicant's request. LRAs must comply with this requirement whether or not the providers resubmit NOIs during the LRA's outreach process under the Redevelopment Act. The LRA may elect, but is not required, to provide buildings or property to those Title V applicants.

### **Applications Approved By DHHS by October 25, 1994**

If the Title V applications were approved but the property has not been transferred or leased, the LRA must accommodate the providers with one or more of the following:

- The property itself.
- *Substantially equivalent* property on or off the installation. Substantially equivalent property means property that is functionally suitable for the approved Title V application. For example, if the provider had an approved Title V application for a building that would accommodate 100 homeless persons in an emergency shelter, the replacement facility must also accommodate 100 persons at a comparable cost for renovation.
- *Sufficient funding* to acquire such equivalent property.
- *Services and activities* that meet the needs identified in the application.
- A combination of the four.



## The Consolidated Plan and the Continuum of Care

**T**his section discusses the Consolidated Plan and the Continuum of Care and how each can facilitate the base reuse planning process.

### Q What is a Consolidated Plan?

In developing a base reuse plan, the diversity of interests and the needs of the community must be balanced. Achieving this balance requires broad-based strategic planning that will lead to the integration of the military property into the local community. In many communities, the local needs are identified in the Consolidated Plan. By incorporating

the planning, application, and reporting documents, the Consolidated Plan represents the community's application for HUD's four formula grant programs that provide formula funding to States and units of general local government. The formula programs are: Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), Housing Opportunities for Persons with AIDS (HOPWA), and Emergency Shelter Grants (ESG).

In developing its Consolidated Plan, a community works in a collaborative process. It identifies its needs and resources and integrates them into a coordinated vision for community development action.

This planning process acknowledges that local jurisdictions and citizens know what is best for their own communities. The Consolidated Plan does not represent HUD's plan for a community or former military installation. Instead, it is a strategy developed by community-based organizations, businesses, nonprofit organizations, religious organizations, local government, and interested regional agencies working together to effect change and enhance the quality of life in their communities.

The Consolidated Plan, which is available on computer disk, is particularly useful in base reuse planning because it summarizes the needs of the community, the current inventory of services to address those needs, and the gaps that remain between the need and the current inventory (see exhibit 6). It consists of the following elements:

- A thorough assessment of housing, community, homeless, and economic development needs and available resources.
- Mapping software that provides census data and Federal project files on neighborhoods.
- A 3- to 5-year strategy to address priority needs and objectives with a timetable to achieve those objectives.

#### Exhibit 6

#### Gaps Between Needs and Current Inventory

	Needs	Current Inventory	Gaps
<b>Emergency shelter beds</b>			
Men	75	30	45
Women	25	15	10
Families	50	30	20
<b>Outreach street workers</b>	3	1	2
<b>Transitional housing</b>			
Battered women	30	20	10
Other women	35	10	25
Mentally ill men	20	10	10
Other men	65	20	45
<b>Inpatient drug and alcohol treatment center</b>			
Men	45	0	45
Women	20	10	10
<b>Permanent housing</b>			
Rental	70	10	60
Homeownership	15	15	0
Supportive	25	10	15

## The Consolidated Plan and the Continuum of Care

- An annual funding plan specifying projects and activities the jurisdiction will undertake with funds from the four HUD formula programs.

### **Q** How may the LRA use the Consolidated Plan when planning reuse of the installation?

The Consolidated Plans of the community or communities that constitute the LRA are significant existing tools for base reuse planning. HUD encourages their use for:

- An assessment of community development, economic development, affordable housing, and homeless needs.
- Current statements of community development policy.
- Statements of local priorities for projects serving individual neighborhoods or the community as a whole. The LRA can learn about projects and areas receiving or targeted to receive assis-

tance, including projects in neighborhoods in the vicinity of the installation.

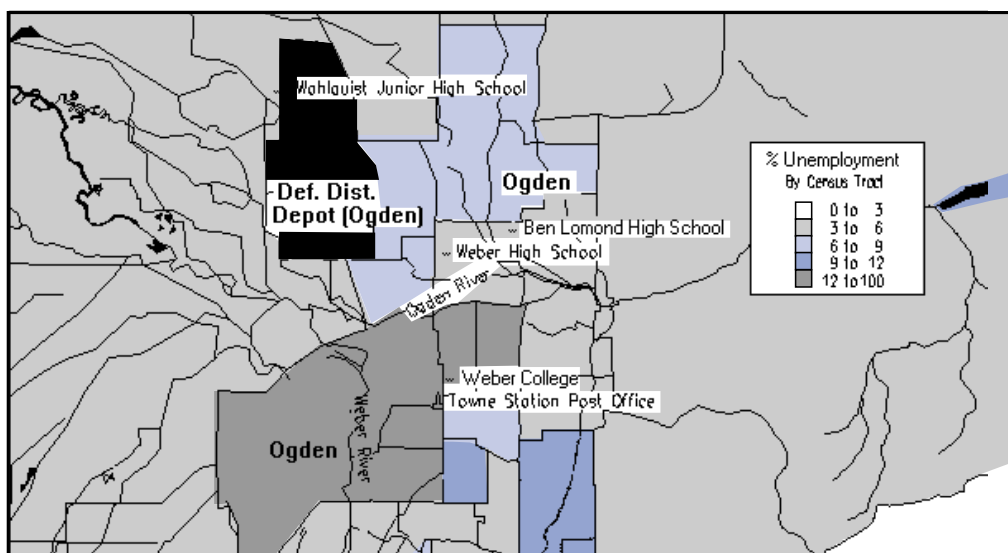
- Surveys of the neighborhoods in the vicinity of the installation through use of the mapping software.
- An estimate of the number of homeless persons and families in the community.
- Identification of homeless assistance providers in the community in the vicinity of the installation.
- Gaps in the current homeless services system.

### **Q** How can the mapping software be used to facilitate the base reuse planning process?

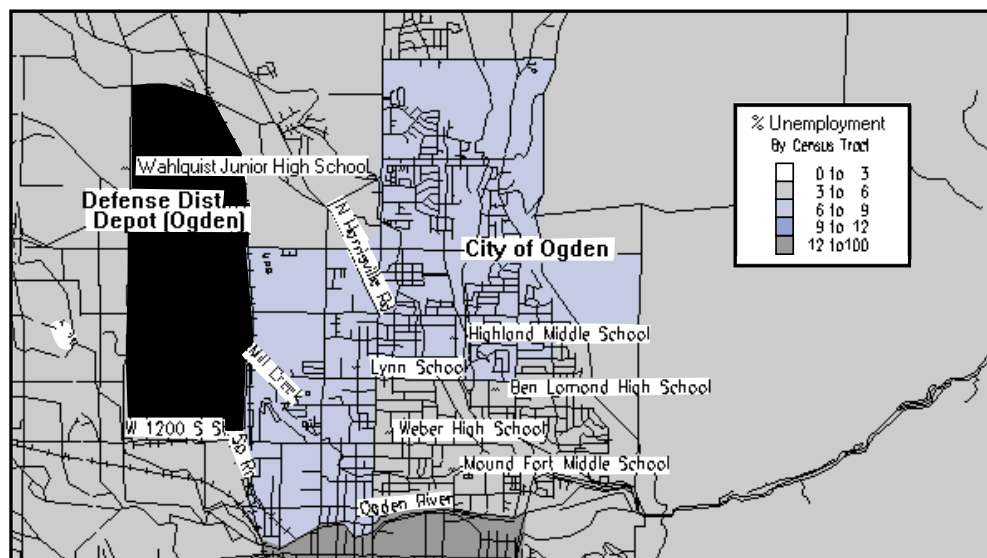
With the mapping software package, staff from the LRA, community leaders, and other interested citizens can view maps of the installation and neighborhoods in the area. The maps can zoom in on specific blocks or neighborhoods, or can be expanded to view an entire community (see exhibit 7). Colored

Exhibit 7

### Overview of a Community Using Mapping Software



## Exhibit 8

Detailed Information in a Community  
Using Mapping Software

overlays illustrate 1990 census tract information, including ethnic concentrations, levels of employment, points of interest and local landmarks, and government-assisted projects, including street addresses (see exhibit 8).

The software allows residents to map their own visions for the community. Staff from the LRA and other community leaders can use these maps to promote their ideas at meetings and public hearings.

In addition, HUD has placed a home page on the Internet (<http://www.hud.gov>) accompanied by an executive summary of each Consolidated Plan submitted to HUD by communities across the country. LRAs and other interested persons can use the Internet to learn how other communities are planning the reuse of their installations. This technology allows for the interchange of innovative ideas on reuse planning.

### Q How can LRAs gain access to the Consolidated Plan mapping software?

LRAs that represent communities with Consolidated Plans have access to this software, usually through the local planning and/or housing and community development department(s). The data may be viewed with a model 386 personal computer, but a model 486 or more advanced personal computer with a color monitor and Windows are necessary to manipulate the data.

Additional copies of the software can be purchased for \$125.00. In addition to the mapping software, the package includes the census data and the Federal project files for neighborhoods on disk and CD-ROM. To order the software or obtain additional information, interested parties should call (800) 998-9999. Local HUD Field Offices can provide information on how to use the software (see appendix 1 for contact information).

## The Consolidated Plan and the Continuum of Care

### **Q** Are other local plans useful?

HUD also encourages use of additional planning documents, such as:

- Strategic plans from Empowerment Zones/Enterprise Communities.
- Plans for economic development completed by State or local economic development authorities, councils of government, municipal or county government planning agencies, or chambers of commerce.
- Plans for transportation, affordable housing, parks and recreation, and public works that have been developed by special purpose districts, selected State or local agencies, or nonprofit organizations.
- Functional plans and specific proposals for shelter providers, homeless assistance coalitions, or religious organizations.

Although these plans often contain information relevant for preparing the redevelopment plan and the homeless assistance submission, HUD would be in a position to question information from a source that contradicts information in the Consolidated Plan.

### **Q** How may communities without Consolidated Plans assess their homeless needs?

Jurisdictions should use other local planning documents, mentioned in the previous paragraph, to describe information about the current homeless services system and the need that currently is not being met. LRAs that represent these jurisdictions are not required to conduct surveys of the homeless population. The LRA may use the statements of need provided in the NOIs.

### **Q** What is a Continuum of Care?

Secretary Cisneros designates addressing homelessness through permanent solutions as HUD's top priority. To that end, the Department has worked toward achieving this goal by encouraging a community-based process that provides a comprehensive response to the homeless population's different needs. This approach—a Continuum of Care—assesses needs, inventories resources, identifies gaps, and coordinates public and private resources to fill in the gaps and avoid duplication. Sections in the Consolidated Plan are devoted to the needs, inventory of resources, and gaps in the homeless Continuum of Care.

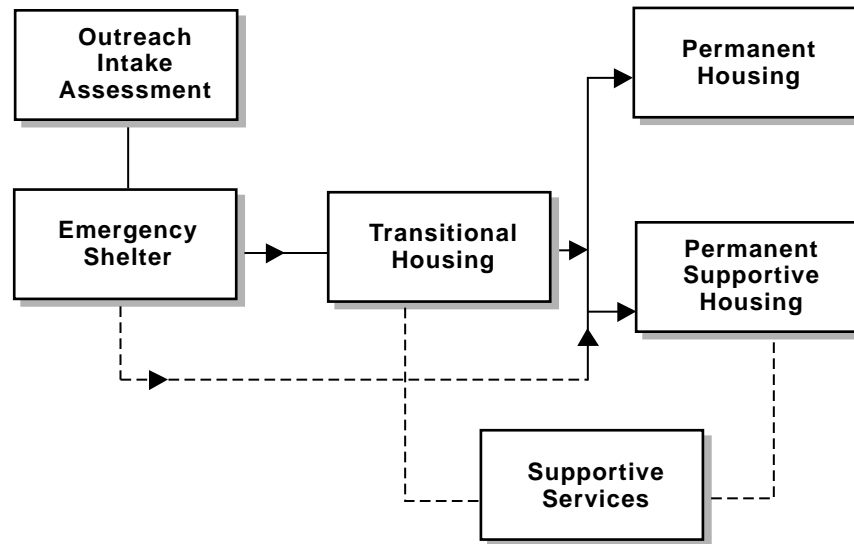
A local Continuum of Care plan submitted to HUD typically includes the following components (see exhibit 9):

- Outreach and assessment to identify an individual's or family's needs and make connections to facilities and services.
- Immediate shelter and safe, decent alternatives to the streets.
- Transitional housing and necessary social services to include job training and placement, substance abuse treatment, short-term mental health services, and independent living skills.
- Permanent housing or permanent supportive housing arrangements.

The Continuum of Care model is predicated on the concept that homelessness is not caused simply by a lack of shelter but rather is typically a symptom of a series of unmet needs—for example, serious mental illness, chronic substance abuse, unemployment, domestic violence, or illiteracy. To help a homeless individual or family move toward self-sufficiency, a comprehensive system of housing and supportive services is imperative. Because each homeless assistance provider's needs vary significantly, the homeless services system must address itself to that diversity.



## Exhibit 9 Continuum of Care



A functioning Continuum of Care system coordinates the resources of government agencies and nonprofit organizations, including veterans service organizations, housing developers and social service providers, neighborhood groups, and the business community to assist in providing the specific needs of each homeless subpopulation: the jobless, the mentally ill, victims of domestic violence, homeless veterans, persons suffering from substance abuse, runaway youth, and persons with HIV/AIDS.

An individual who is homeless may need to access several components: from emergency shelter and emergency care to transitional housing with necessary services to permanent housing. Critical at all stages are supportive services, when needed, that allow homeless persons and families to move through a Continuum of Care toward independent living: case management, housing counseling, job training and placement, primary health care, mental health services, substance abuse treatment, child care, transportation, emergency food and clothing, family violence services, education services, relocation services, assistance in obtaining financial support, and referral to veterans and legal services.

Such a Continuum of Care system provides multi-point access and linkages between settings and service providers. Although not all homeless individuals and families in a community will need access to all four components, all four components must be coordinated within a community to be successful. Also key to the success of a Continuum of Care is a strong homelessness prevention strategy. The functioning system is one that is interconnected and provides for an individual's specific needs, serves all homeless populations, and is coordinated, seamless, and balanced.

To assist homeless individuals and families, HUD administers a variety of grant programs: Supportive Housing, Shelter Plus Care, Moderate Rehabilitation for Single Room Occupancy, and HOPWA (see appendix 2). To encourage localities to conduct comprehensive planning, HUD requires applicants to develop a Continuum of Care plan. To obtain information about applying for assistance under these programs, please call (800) 998-9999.



## The Consolidated Plan and the Continuum of Care

### **Q** Why is Continuum of Care important to the base reuse planning process?

A Continuum of Care plan contains extensive assessments of local homeless needs and summaries of available resources as well as unmet needs, that is, gaps in services or shelter. Therefore, the plan can serve as the information basis for understanding how a military installation might be used to meet some of the needs of homeless persons. This information can save the LRA much time and expense.

The LRA should attempt to ensure that the reuse activities proposed by homeless assistance providers are coordinated with the existing Continuum of

Care. In the hypothetical example of a Consolidated Plan (see exhibit 10), the emergency shelter component of the Continuum of Care has a low priority in the community and the community intent is not to spend any additional funding to expand it.

Presumably, the community has sufficient emergency shelter beds to address current needs and has decided to focus its attention on the other components of the Continuum of Care. Following this example, if the LRA received six NOIs during the outreach process—one for an emergency shelter, three for transitional housing, and two for permanent housing—it would be inconsistent with the Consolidated Plan and the Continuum of Care for the LRA to support the request for emergency shelter.

### Exhibit 10

### Priority Homeless Needs Assessment (Table 2 of the Consolidated Plan)

Priority Homeless Needs	Priority Needs Level High, Medium, Low, No Such Need			Estimated Dollars To Address
Assessment/Outreach	Families	Individuals	Persons w/ Special Needs	\$225,000
	M	M	H	
Emergency Shelter	Families	Individuals	Persons w/ Special Needs	0
	L	L	L	
Transitional Housing	Families	Individuals	Persons w/ Special Needs	\$5,000,000
	H	H	H	
Permanent Supportive Housing	Families	Individuals	Persons w/ Special Needs	\$16,000,000
	M	M	H	
Permanent Housing	Families	Individuals	Persons w/ Special Needs	\$200,000,000
	H	H	H	

## 4

# The Redevelopment Plan and the Homeless Assistance Submission

**T**his section defines the redevelopment plan, the homeless assistance submission, and the public comment submission requirements. It also discusses resources that may facilitate the local reuse planning process.

## **Q** What materials must be submitted to HUD and to the Military Department?

The LRA must submit the following three items:

- The redevelopment plan.
- The homeless assistance submission.
- A summary of public comments on both documents.

## **Q** What is the redevelopment plan?

The Redevelopment Act describes the redevelopment plan as “a conceptual land-use plan prepared by the recognized LRA to guide local reuse of the former military installation.” It is a strategic plan for the reuse of an entire installation. The redevelopment plan must explain the proposed reuses of the military installation and how this reuse will achieve a balance in responding to the community’s needs. No specific format is required; it may include statistics, graphics, maps, narrative descriptions, or other materials.

## **Q** What is the homeless assistance submission?

The homeless assistance submission consists of the following five components. Refer to the Redevelopment Act or the regulations for additional clarity on the submission.

### Components of the Homeless Assistance Submission

#### 1. Information About the Homeless

- Obtain information from the Consolidated Plan and/or other local planning documents

#### 2. Notices of Interest (NOIs)

- Include a copy of each NOI received from homeless assistance providers
- Discuss the impact of the plan
  - Impact on adjacent neighborhoods
  - Any adverse impacts
  - Measures taken to address the impact

#### 3. Legally Binding Agreements

- Include contracts between the LRA and homeless assistance provider(s)
- (See page 23 for more information)

#### 4. Balance

- Discuss how the plan ensures a balance between economic redevelopment, other development, and homeless assistance

#### 5. Outreach

Include:

- A list of the jurisdiction(s) that the LRA represents
- A copy of the newspaper advertisement placed by the LRA
- A list of homeless assistance providers consulted during the planning process
- A description of overall efforts to inform homeless assistance providers of the surplus Federal property
- A description of the workshop held on the installation

# The Redevelopment Plan and the Homeless Assistance Submission

## 1. Information About Homelessness in Communities Within the Vicinity of the Specific Military Installation

**Scenario A: Large communities.** The submission from the LRA for a large community shall include:

- Two tables from the Consolidated Plan: Table 1, Homeless and Special Needs Population. Table 2, Priority Homeless Needs Assessment.
- The narrative sections of the Consolidated Plan that reference these tables. The narrative must describe the community's homeless assistance needs, the current inventory of homeless facilities and services, and the identified gaps in the Continuum of Care. LRAs may need to submit materials from more than one Consolidated Plan if the LRA covers multiple jurisdictions.

**Scenario B: Communities that are cities within an urban county (as defined by HUD).** Submissions from the LRAs for these communities shall include:

- All the information under Scenario A.
- A discussion of the homeless needs/inventory/gaps described in the Consolidated Plan and how they apply to the specific jurisdiction(s) that are in the vicinity of the installation.

**Scenario C: Communities located within a jurisdiction that does not prepare a Consolidated Plan.** These jurisdictions primarily represent rural communities. The LRAs for these communities shall submit:

- A description of the homeless population it perceives to be present in the community. LRAs that represent these jurisdictions are not required to conduct surveys of the homeless population.
- A brief inventory of existing services and homeless facilities to serve that population.

- A description of the unmet needs within the context of existing facilities and information on services to move the homeless toward self-sufficiency, within the context of a Continuum of Care approach.

## 2. Notices of Interest (NOIs)

This section of the submission shall include:

- A copy of the NOIs sent to the LRA by those providers that propose homeless assistance activities. The LRA need not include NOIs that propose non-homeless activities.
- A description of the NOIs being supported with buildings, property, and/or funding and an explanation for this support. Also to be included are explanations of why the remaining NOIs were not selected, such as adverse impact on the community, lack of financial resources or capacity, and/or inconsistency with the Consolidated Plan.
- A description of the impact that selected NOIs will have on the community in the vicinity of the installation, addressing the following questions:
  - Will the selected NOIs affect the character of existing neighborhoods adjacent to the properties proposed to assist the homeless? What impact will the NOIs have on schools, social services, transportation systems, and infrastructure?
  - Will the selected NOIs have the adverse effect of concentrating minorities and/or low-income persons in the vicinity of the installation?
  - Will the community in the vicinity of the installation ensure that general services such as transportation, police, fire, water, sewer, and electricity are available in conjunction with the proposed homeless assistance activities?

Refer to the Redevelopment Act or the regulations for additional clarity on the NOIs.

### 3. Legally Binding Agreements

Each NOI selected for homeless assistance must include a legally binding agreement—the document that is the concrete result of negotiations between the LRA and the homeless assistance provider. The legally binding agreement, which outlines how the homeless assistance provider will fill the gaps in the existing Continuum of Care, is the contract that commits the LRA to fulfilling the homeless assistance component of the plan. The legally binding agree-

ment may be very different from the NOI submitted by the homeless assistance provider.

This agreement specifies the terms reached by both parties. Although the legally binding agreement need not be executed, it should include all documents legally required to complete the transactions necessary to realize the homeless uses described in the plan. The agreement may discuss properties on or off the installation, funding, service agreements, or some combination of these elements.

### Key Elements of the Legally Binding Agreement

The legally binding agreements should include all documents legally required in order to complete the transactions necessary to realize the homeless use(s) described in the plan.

- If onbase property is being transferred to a provider, HUD would expect to see the purchase contract, proposed deed, and restrictive covenants, if any are to be recorded.
- If the LRA has agreed to make payments in lieu of providing property, the legally binding agreement should be a contract explicitly stating when, how much, and to whom the money will go.
- If property yet to be identified offbase is to be offered, the legally binding agreement should adequately describe the requirements for the property (size, zoning, etc.), when it will be transferred, and what will happen if suitable property is not found within a specified period of time.

The LRA should consider the following questions when drafting the legally binding agreement:

- Does the legally binding agreement address the full range of contingencies

that may arise and how the same balance will be maintained? For example, the legally binding agreements must provide alternatives if:

- The selected property or properties is/are deemed environmentally unsuitable.
- The homeless assistance provider cannot gain funding to operate the project.
- The homeless assistance provider disbands prior to the transfer of the property.
- Is the document enforceable? Would it stand up in court?
- Does the legally binding agreement spell out all the terms and conditions of the agreement?
- Does the legally binding agreement contain a provision that the buildings and property will revert back to the LRA if they are no longer used to assist the homeless?
- Does the legally binding agreement discuss the number of persons that will be served when the homeless assistance project achieves full operation?

## The Redevelopment Plan and the Homeless Assistance Submission

Because the EIS and other environmental analyses are completed after the redevelopment plan and homeless assistance submission are submitted to HUD, property selected for homeless use ultimately may be found unsuitable. The legally binding agreement should provide a procedure for substitution of property or other resolutions of such a problem.

For example, if the provider plans to serve 12 homeless families in need of transitional housing, the agreement should state that the provider will obtain suitable property. It is appropriate to discuss specific buildings, if necessary (for example, the four units previously serving as officer housing on Military Drive). *However, emphasis should be on the proposed activity.* Then, if the EIS should reveal that the officer housing units are located on contaminated land, flexibility built into the agreement allows for use of other appropriate housing facilities. The legally binding agreement should include a process for negotiating alternatives to allow for unforeseen events between the signing of the agreement and the Military Department's transfer of property.

The agreement must also provide for the reversion or transfer of buildings and property to the LRA if and when they are no longer used by the homeless.

### 4. Balance

The LRA shall discuss (1) how the reuse plan balances the need for economic redevelopment, other types of development, and homeless assistance in the community in the vicinity of the installation, and (2) how this plan is consistent with the Consolidated Plan and other existing housing and community development plans adopted by the jurisdictions in the communities served by the LRA.

### 5. Outreach

The LRA shall include the following items in this portion of the submission:

- A listing of all jurisdictions in the area served by the LRA, describing the required catchment area for outreach to homeless assistance providers.

- A copy of the newspaper advertisement placed by the LRA, including the name of the newspaper(s) and date(s) of publication.
- A listing of homeless assistance providers that the LRA has consulted during the process of preparing its application.
- A description of the outreach efforts made to homeless assistance providers in the community in the vicinity of the installation.
- A description of the workshop conducted on the installation during the outreach period.



### What are the public comment submission requirements?

Because the Redevelopment Act supports a locally controlled reuse process, the LRA must ensure that the local community has an opportunity to be involved in the planning process. Therefore, the LRA must:

- Provide an overview of the citizen participation process.
- Make the draft redevelopment plan and homeless assistance submission available for public review and comment throughout the application preparation process.
- Conduct at least one public hearing on the application prior to its submittal and include a summary of citizens' comments as part of the redevelopment plan and the homeless assistance submission.



### How are the redevelopment plan and the homeless assistance submission submitted?

The LRA may submit these documents in any format it wishes, providing that they contain all of the required elements (conceptual land-use plan,

homeless outreach efforts, information on homelessness, NOIs, legally binding agreements, and demonstration of balanced reuse).

## **Q What resources may facilitate the local reuse planning process?**

### **Consolidated Plan and Continuum of Care**

Most localities have already developed these two planning documents. Therefore, LRAs do not have to “reinvent the wheel” as they plan an installation’s reuse (for example, conduct homeless surveys or community development needs assessments). These documents can provide valuable insights into current efforts, including any shortcomings.

### **Local HUD Field Office**

To ensure that documents are complete and to avoid unnecessary delays in HUD’s approval process, the LRA, homeless assistance providers, and other interested parties should contact local HUD Field Offices for information and assistance. The LRA should contact HUD Field Office personnel early in its planning process to help prepare the redevelopment plan and homeless assistance submission (see appendix 1 for a listing of HUD Field Offices).

## **Q Where may the LRA obtain a list of homeless assistance providers in the community of the installation?**

By providing the ZIP codes of communities in their required outreach area to the HUD Field Offices, LRAs may obtain mailing lists of homeless assistance providers from HUD’s database of those providers located in the vicinity of specific installations. The lists can be generated in a variety of formats (for example, address labels or alphabetized lists).

## **Ways in Which HUD Field Offices Can Assist LRAs and Communities**

- Explain the Consolidated Plan and describe how this document can facilitate base reuse planning.
- Identify the communities with Consolidated Plans.
- Provide demonstrations of the Consolidated Plan mapping software.
- Explain the concept of a Continuum of Care system and describe how the homeless needs/inventory/gaps assessment in local homeless assistance efforts can be useful.
- Explain the base reuse process.
- Facilitate the LRA’s outreach efforts by providing lists of homeless assistance providers. This information can be obtained from HUD, which maintains a national providers database that can be sorted by ZIP code.
- Provide reminders about environmental issues that must be considered when providing housing and services to homeless individuals and/or families.
- Discuss HUD programs and other Federal resources that are available to help finance the renovation and operation of homeless assistance projects as well as other community and economic development projects (see appendix 2 for HUD programs).

## The Redevelopment Plan and the Homeless Assistance Submission



### Where should the LRA submit its application?

One copy of the LRA application should be submitted to each of the following three addresses:

- To the **local HUD Field Office** (see appendix 1).
- To **HUD Headquarters** at:  
U.S. Department of Housing and Urban  
Development  
Office of Community Planning  
and Development  
Base Redevelopment Team  
451 Seventh Street SW., Room 7220  
Washington, DC 20410
- To the **Military Department** (send to the appropriate military district office).



**T**his section answers questions about the HUD review process: its purpose and its standards for review.

## **Q** What is the purpose of HUD's review?

HUD's basic responsibility under the Redevelopment Act is to assess whether the LRA has developed a plan that balances economic redevelopment, other development, and homeless assistance needs of the community in the vicinity of the installation.

HUD's goal is to facilitate preparation of applications that are approvable. To this end, HUD considers the unique circumstances of the installation and the LRA's jurisdiction, particularly in the cases of small installations, and works with LRAs, the affected communities, and homeless representatives while the application is being prepared.

## **Q** What is HUD's review process?

HUD must receive the redevelopment plan and homeless assistance submission no later than 270 days from the deadline for receipt of NOIs. HUD's Base Redevelopment Team in Washington, D.C., and the appropriate local HUD Field Office review these documents and together formulate a determination.

HUD reviews involve a three-pronged evaluation:

- **Completeness review.** HUD determines whether the redevelopment plan and the homeless assistance submission contain all required elements (see section 4). If any materials are omitted, HUD's local Field Office will contact the LRA.
- **Balance review.** During its review, HUD will ask several questions regarding:

- **Outreach to homeless assistance**

**providers.** Was adequate information and assistance given to the community of local homeless assistance providers to participate in the development of the application? Did they have adequate time and help in responding to the solicitation for NOIs?

- **Impact.** Does the overall reuse plan consider the economic impacts of homeless assistance activities proposed in the application?

- **Need.** Does the reuse plan consider the size and nature of the local homeless population and the availability of necessary services and facilities for a Continuum of Care?

- **Consistency.** Is the reuse plan consistent with the Consolidated Plan or other planning documents adopted by the community?

- **Balance.** Does the reuse plan achieve an appropriate balance between the expressed needs of homeless assistance providers and the needs of the communities served by the LRA for economic development and other development?

Most of these questions can be answered using a locality's Consolidated Plan. The LRA must demonstrate that the homeless assistance submission is consistent with the Consolidated Plan.

- **Legal review.** HUD attorneys will review the legally binding agreement(s) to ensure that these documents constitute enforceable contracts.

HUD will determine whether the LRA adequately addressed NOIs received from homeless assistance providers relative to NOIs received from other interests in the community and developed a balanced plan that addresses some of the various needs within the community.

HUD will communicate with the LRA throughout the planning process as well as during its review of the



## HUD's Review

application via its local Field Office. The Field Office may contact the LRA to obtain clarification and/or to request additional information. HUD will complete its review within 60 days of the application's receipt.

### What if HUD makes an adverse determination on the LRA's initial application?

The Deputy Assistant Secretary of Community Planning and Development must notify the LRA and DOD of its preliminary determination. If the application is found to be deficient, HUD must send to the LRA:

- A summary of deficiencies.
- An explanation of the overall determination.
- A statement explaining how the LRA may overcome any deficiencies and change the overall determination.

The LRA may submit a revised application within 90 days. Within 30 days of receipt of these materials, HUD must provide a written notification to the LRA as to its final determination.

### What if HUD makes an adverse determination on the LRA's revised application?

If the final determination regarding the LRA's application is not favorable or the LRA fails to resubmit a revised application, HUD will work directly with homeless assistance providers who have expressed interest in the use of installation buildings and properties. In these instances, the Redevelopment Act provides for HUD to determine the information necessary for homeless assistance providers to submit an application to HUD. The Department will evaluate the financial and other capacities of various homeless assistance organizations to carry out programs for the reuse of installation buildings and properties.

Not later than 90 days after HUD receives the revised redevelopment plan and homeless assistance submission, HUD will notify DOD and the LRA of the buildings and properties that are suitable to use for homeless assistance. HUD also will notify DOD of the extent to which the revised plan meets the criteria of HUD's review as described on page 27.

DOD will consult with both HUD and the LRA in considering HUD's recommendations. DOD will incorporate HUD's recommendations where appropriate and consistent with the best use of the installation as a whole, taking the LRA's overall reuse plan into account.

## Model Base Reuse Plans

**T**his section describes several model reuse plans that an LRA may follow for balancing the needs of the homeless with other needs in the community.

### **Q** What planning process may serve as a model for balancing community needs?

The reuse planning process used at the Naval Air Station Alameda in Alameda, California, is a model for how a community goes about the process of balancing the economic redevelopment, other development, and homeless assistance needs of the community in the vicinity of the installation.

In November 1994, representatives of the following groups collaborated to create a cooperative process for identifying and selecting homeless uses related to the Naval Air Station Alameda:

- Members of the Alameda County Homeless Collaborative.
- Staff from the City of Alameda Community Development Department, the LRA (Alameda Reuse and Redevelopment Authority, or ARRA), and ARRA's homeless assistance consultant (Bay Area Economics).
- A representative from the Alameda Base Reuse Advisory Group.
- Staff from the Alameda County Housing and Community Development Program.
- Staff from Congressman Ronald Dellums' office.
- Staff from the East Bay Conversion and Reinvestment Commission.

The Alameda County Homeless Providers Base Conversion Collaborative, a consortium of homeless assistance providers in Northern California's East Bay, agreed to support the development of immediate and long-term reuse strategies to make the regional economy healthier and environmentally stable, while involving diverse communities in the planning process and improving the local quality of life.

Recognizing both the importance of the homeless component of the Community Reuse Plan and the need to include the numerous key players, ARRA undertook a coordinated planning effort. To carry out this vision, the key players developed and negotiated "standards of reasonableness" to delineate reasonable standards of homeless uses with respect to housing, jobs, economic development activity, occupancy, and capital improvements. The standards of reasonableness that were developed for this installation prior to the awarding of any building or properties to homeless assistance providers can be summarized as follows:

- An agreed upon percentage of the base family housing units will be made available for reuse or an equivalent number of similar units in the community will be made available to homeless assistance providers for permanent and transitional housing.
- Two hundred dormitory rooms of service-enriched transitional or permanent housing will be made available for homeless assistance providers. None of this space will be used for overnight emergency shelters that operate only limited hours.
- ARRA's goal was to award an agreed upon percentage of the dollar value of any general contracts for janitorial services, grounds maintenance, and light general contracting to qualified agencies that will employ homeless workers to execute the necessary work, and to hire the same percentage of any grounds workers or building maintenance workers from the ranks of homeless individuals.

## Model Base Reuse Plans

- Agreements between ARRA and individual private employers will include a goal to fill a specific percentage of newly created jobs by hiring homeless individuals. Employers will be asked to submit yearly reports to ARRA on their efforts to hire homeless workers.
- A “one-stop” hiring center established and operated by homeless assistance providers will be designed to refer homeless applicants to employers seeking to hire new employees. The center will ensure that all applicants are eligible, that they have appropriate skills and/or are eligible for appropriate training relative to job openings, and that they are “job ready.”
- Homeless assistance providers using buildings for economic development purposes (office, recreation, warehouse, and classroom space) will not pay rent for their use, but will be responsible for the improvements necessary to make these buildings habitable and for ongoing building maintenance and operating costs.
- ARRA will work with homeless assistance providers to jointly seek funding opportunities to assist the providers in operating programs at Naval Air Station Alameda on an ongoing basis.
- Tax exempt homeless assistance providers will make “payments in lieu of taxes” for basic municipal services such as fire, police, and public works.

### Why was the Alameda effort successful?

The standards of reasonableness were the keys to success. ARRA and the Homeless Collaborative came to consensus on the standards early in the reuse planning process. This consensus was predicated on several important principles:

- Economic development is the most important overall goal for the base conversion process.
- The needs of some of the homeless persons in the community for housing, job training,

and other social services can be addressed as part of the goal for promoting economic development. The assumption of this group was that the public interest lies in meeting the needs of all members of the community.

- Current base workers must have priority for base reuse, and nothing under the standards of reasonableness agreement is intended to conflict with collective bargaining agreements. Moreover, these standards were developed with the understanding that all activity must be in compliance with local, State, and Federal law.
- More than 20 homeless assistance providers agreed to speak through “one voice.” The individual service providers agreed to apply to the Homeless Collaborative through a formal proposal process. Members of the collaborative were committed to working through this process; they did not “end run” by attempting to deal directly with ARRA. The Homeless Collaborative also represents the homeless interests in negotiations with the LRA for the Naval Hospital in Oakland and the Oakland Army Base.

The Alameda model supports the Continuum of Care approach to serving homeless persons and families. This approach creates a central focus in the collaborative in which service providers, service needs, and available base resources can be designed creatively to form a meaningful program of services. The Alameda model demonstrates that focusing all stakeholders on the need to determine the public interest is the key to developing sustainable and viable communities.

Alameda County officials estimate that 9,000 to 15,000 people are homeless within the county each day. Although the homeless assistance agreement at the Naval Air Station can serve only a portion of the need in Alameda County, this property is now viewed as an important resource for jobs, services, and a portion of the housing and jobs that are needed by the homeless population.

For further information on the planning process conducted at the Naval Air Station Alameda, contact:

Julie Mantrom, Management Analyst  
Alameda Reuse and Redevelopment Authority  
Naval Air Station Postal Directory, Building 90  
Alameda, CA 94501-5012  
(510) 263-2870

Roberta Burns, Senior Staff  
Office of Representative Ron Dellums  
1301 Clay Street, Suite 1000N  
Oakland, CA 94612  
(510) 763-0370

### What are some examples of balanced reuse plans?

The following are a sampling of approaches toward addressing the homeless component of base reuse that have been approved by HUD to date. All of these proposed homeless activities are consistent with gaps identified in local Consolidated Plans:

#### Homeless Assistance on the Installation

**Long Beach Naval Station.** The reuse plan for the Long Beach Naval Station included two separate properties—the Naval Station and the offbase Savannah and Cabrillo housing developments. During the LRA’s screening (outreach) process, the City of Long Beach, which is the LRA for the installation, received 13 NOIs. The City chose to support two of the five NOIs that proposed assistance to homeless persons. The LRA encouraged the providers who were not awarded property to work with the two selected NOIs to address the needs of their target population. The two selected providers proposed to use *buildings and properties on the installation* to address their needs, as follows:

- **Alpha Project for the Homeless (Alpha Project).** A 16,000 square foot building located on 2.7 acres of land across from the port facility is being leased to Alpha Project, a private, non-profit homeless assistance provider. Alpha Project will create a one-stop multiservice center for homeless persons in Long Beach.

Alpha Project will serve as an operating entity that oversees the coordinated services of eight subordinate agencies. The result is intended to achieve the goals of providing one-stop “seamless” homeless assistance. Should this property ultimately become needed by the Port of Long Beach for expansion, the Port has agreed to identify land and construct a replacement facility for the multiservice center.

For further information on the Alpha Project for the Homeless, contact:

Robb Lally, Vice President  
Alpha Project for the Homeless  
759 Linden Avenue  
Long Beach, CA 90801  
(619) 234-3041

- **Los Angeles Veterans Education and Training Services, Inc. (LA Vets).** The 135 acres that constitute the Savannah and Cabrillo housing developments are committed to 5 local entities for development:
  - U.S. Department of Labor for a new Job Corps Center.
  - California State University, Long Beach, for a university-related research park and technology center.
  - Long Beach Unified School District for a public senior and junior high school and child development center.
  - Long Beach City College for worker training/retraining, a teleconferencing center, and a community wellness/recreation center for area residents, including homeless persons.
  - LA Vets for transitional and permanent housing with supportive services for homeless individuals and families.

LA Vets will renovate the existing buildings and make site improvements for housing and supportive services for homeless veterans and other homeless subpopulations. The homeless assistance provider will coordinate with other

## Model Base Reuse Plans

housing and service providers to fill the serviceable gaps in the Continuum of Care. LA Vets will obtain 26 acres of the Cabrillo site containing 204 housing units. It has agreed to lease 5 of these acres to Long Beach City College so it can provide education, training, health, and other supportive services to those homeless persons served by LA Vets. The City of Long Beach believes that this landlord-master lease approach avoids the duplication of services and thus supports the Continuum of Care approach.

After its selection by the LRA, LA Vets applied for and received a 3-year Supportive Housing Program grant of \$1,051,190 from HUD. This grant will provide supportive services and operational support to the first 50 renovated units that are available for occupancy. LA Vets has constructed a phased business plan to ensure each component is properly conceived and capitalized. Once conveyed, 21 acres of offsite Savannah-Cabrillo Navy family housing will be transferred for operation of transitional and permanent housing with supportive services and job development assistance for homeless veterans and other homeless subpopulations.

For further information of the LA Vets project, contact:

Tim Cantwell, Executive Director  
LA Vets  
733 South Hindry Avenue  
Inglewood, CA 90301  
(310) 348-7600

**Vint Hill Farms Station.** The LRA for Vint Hill Farms Station, an Army base located in rural Fauquier County, Virginia, did not have the benefit of the Consolidated Plan when it began its outreach to homeless assistance providers serving individuals and families in the county. The LRA contracted with the Northern Virginia Planning District Commission to conduct a study of local homeless needs and found that additional transitional housing, shelter facilities, independent apartments, and subsidized permanent housing should be priorities.

During outreach to the homeless, the LRA received only one NOI from Fauquier Family Shelter Services (FFSS) for transitional housing for families. Under the legally binding agreement between the LRA and FFSS, FFSS will obtain a 10-year lease from the LRA—with the option to renew for 2 additional 10-year terms—for 24 units of housing located in Buildings 414, 416, and 418. The LRA has reserved the option either to relocate FFSS, providing the alternative location is comparable to the number, size, value, and location of the units, or to pay FFSS a cash amount sufficient to allow FFSS to purchase a comparable alternative facility.

For further information on the Vint Hill Farms reuse plan, contact:

Owen Bludau, Executive Director  
Vint Hill Economic Adjustment Task Force  
Vint Hill Farms Station, Building 502  
Warrenton, VA 22186  
(540) 347-6965

### Assisting the Homeless Off the Installation

The Coalition for the Homeless of Orlando, Florida, applied for several properties located on the Naval Training Center (NTC) in Orlando. The Coalition identified three primary gaps in the homeless service system in Orlando:

- A one-stop center for mental health and substance abuse treatment services for the homeless.
- Transitional housing for families.
- Transitional housing for single adults.

As in the Naval Air Station Alameda proposal discussed earlier, the Coalition proposed a unified application to the LRA for several properties located on the installation that would address the three above priorities. However, the LRA determined that the Coalition's proposal would be inconsistent with the city's preliminary plans for the installation.

To maintain balance in addressing the homeless aspect of its plan, the LRA offered to address the Coalition's priorities through various *off-base solutions*.

The City has requested and anticipates support from Orange County, the City of Winter Park, Wayne Densch Charities, and the Grand Avenue Economic Development, Inc., in helping realize the commitments made in the NTC Orlando reuse plan. The homeless component of the NTC plan consists of:

- **Transitional Housing Program for Families.**

The LRA agreed to establish a trust fund for scattered-site transitional housing for families and other homeless assistance activities. The trust fund shall be funded through equal annual payments over a 5-year period. The first contribution will be made 1 year following the date the city obtains title to base property through an Economic Development Conveyance, but no later than December 31, 2000.

- **Preferred Living Center.** Wayne Densch Charities may pay the capital costs for construction of this facility. If not, the LRA will pay the capital costs up to a preestablished cap.

- **Transitional Housing Program for Single Adults.** The LRA made a commitment to develop single room occupancy units beginning sometime between 1998 and 2000, depending on when the Nuclear Power School leaves the base.

For further information on the Orlando reuse plan, contact:

Thomas R. Kohler  
Orlando NTC Reuse Agency  
400 South Orange Avenue  
Orlando, FL 32801-3302  
(407) 246-3093

**Q If a homeless assistance provider obtains buildings or properties either on or off the installation, what resources does HUD have available to help fund the construction, rehabilitation, and/or operation of these programs?**

Appendix 2 describes the homeless assistance funding resources that are available through HUD.

Contact the local HUD Field Office for information on how to apply for these funds. Application for these funds should be timed to coincide with the transfer of buildings and property by the Military Department.

During the 1994 and 1995 competitive funding rounds for these programs, HUD awarded multiyear grants to a diversity of projects that proposed to use surplus military buildings and property to operate homeless assistance projects. Funds will also be available in FY 1996. Application for these funds should be timed to coincide with the transfer of buildings and property by the Military Department. A sampling of some of these projects and contacts for each are listed below.

**Lowry Air Force Base (Denver, Colorado).**

The Colorado Coalition for the Homeless (CCH) received two 3-year Supportive Housing Program grants that make use of base buildings and property. One grant was awarded in 1994 and the other in 1995.

- The 1994 grant of \$2.5 million provides housing and comprehensive supportive services for 100 homeless families at multiple sites in the metropolitan Denver area. Fifty units will be developed onsite at Lowry Air Force Base (16 2-bedroom units, 15 3-bedroom units, and 19 4-bedroom units interspersed among 800 units of rental housing on the base) and 50 units will be developed at other sites throughout the Denver area. The project meets a critical need for transitional housing for homeless families. CCH and several collaborating agencies will



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assist homeless families to move from homelessness to permanent housing through case management, counseling, employment training, and other services.

- The 1995 grant of \$715,475 will assist 40 homeless families with children. The project consists of sponsor-based rental assistance to lease 20 units of dispersed transitional housing and 20 units of transitional housing on the former base for homeless families. Services to be coordinated for the families include child care, medical examinations, employment counseling, and mental health and/or substance abuse treatment services.

Also on Lowry, the Denver Indian Center Development Corporation received a 10-year grant of \$1,875,720 to renovate and provide rental assistance to a recently acquired dormitory building at Lowry. Once renovated, this facility will consist of 49 SRO units targeted for homeless American Indians in the Denver metropolitan area. Supportive services will include employment and training, GED classes, and computer skills classes. The Denver Indian Center will foster linkages with other service providers to provide substance abuse prevention and intervention programs and other health education programs.

For further information on the Coalition projects, contact:

John Parvensky  
Colorado Coalition for the Homeless  
2100 Broadway  
Denver, CO 80205  
(303) 293-2217

For further information on the Denver Indian Center Development Corporation, contact:

Lisa Harjo  
Denver Indian Center Development Corporation  
4407 Morrison Road  
Denver, CO 80219  
(303) 936-2688

### **Sand Point Naval Station (Seattle, Washington).**

All of the buildings discussed in this section will be leased from the City of Seattle to the Sand Point Community Housing Association (SPCHA), which is the designated agency for the development and management of residential housing for homeless people. Specific buildings will be subleased from SPCHA to individual agencies as noted below, with the exception of the two officer barracks, which will be directly managed by the SPCHA. The City was awarded several Supportive Housing Program grants in FY 1995, all of which will be funneled to various private nonprofit organizations.

Three officer housing sites are being converted to group homes for homeless youth. Friends of Youth received a 3-year grant of \$462,482 to develop one of these housing sites into a home for six pregnant or parenting homeless teen mothers and their children. Youth Care, another private nonprofit organization, was awarded \$1,053,519 to develop and operate the other 2 officer housing sites as transitional housing for 16 homeless youth. The expected stay in these transitional facilities is between 18 and 24 months. During their stay, the clients will receive education, job training, counseling, life skills training, and work experience. The goal is to find and maintain stable jobs and housing when the youth "graduate."

SPCHA received a 3-year Supportive Housing Program grant of \$1,233,064 to convert 2 former officer barracks into 28 units of family housing with 3-, 2-, and 1-bedroom apartments. The expected stay in these transitional facilities is 18 to 24 months. During their residency, family members will receive education, job training, counseling, life skills training, and work experience so that they will be able to find and maintain jobs and permanent housing when they move from Sand Point. Participating agencies include the Salvation Army, the Archdiocesan Housing Authority, and the Seattle Indian Center.

The Low Income Housing Institute (LIHI) was awarded a 10-year grant of \$2,346,000 to convert the enlisted personnel residency facility to provide 50

SRO units for single homeless adults. The facility will be managed by the residents. Supportive services will be provided through referral systems coordinated through LIHI. These services could include education, job training, counseling, life skills training, and chemical dependency services, if necessary. Work experience will be provided through the auspices of the Seattle Conservation Corps, which will train and employ 30 of the residents in public works projects, including the redevelopment of the Sand Point Naval Station.

For further information on the housing projects for homeless youth, contact:

Victoria Wagner, Executive Director  
Youth Care  
100 West Harrison Street  
Seattle, WA 98109  
(206) 282-1288, ext. 208

Howard Finck, Executive Director  
Friends of Youth  
16225 NE. 87th St., Suite A-6  
Redmond, WA 98052  
(206) 869-6490

For information on the transitional housing facility for families, contact:

John Burbank  
Sand Point Community Housing Association, c/o FPA  
P.O. Box 31151  
Seattle, WA 98103  
(206) 727-0395

For information on the SRO facility, contact:

Sharon Lee, Executive Director  
Low Income Housing Institute  
2326 6th Ave., Suite 200  
Seattle, WA 98121  
(206) 727-0355

## **Q Does HUD provide any funding for base reuse planning activities either on or off closing/realigning installations?**

The Housing and Community Development Act of 1992 authorized the Community Adjustment and Economic Diversification Planning (CAED) program, a planning grant program for communities affected by DOD actions. These include:

- The proposed or actual establishment, realignment, or closure of a military installation.
- The cancellation or termination of a DOD contract or the failure to proceed with an approved major weapon system program.
- A publicly announced planned major reduction in DOD spending that would directly and adversely affect a unit of general local government and result in the loss of 1,000 or more full-time DOD and contractor employee positions over a 5-year period in the unit of general local government and the surrounding area.

The CAED program replicates a much larger planning assistance program operated by OEA. In contrast to OEA funding, Congress limited participation of the CAED program to:

- *Smaller communities*, for example, units of general local government that are not entitled to receive CDBG funding directly from HUD. Units of general local government that are entitlement cities or are participating cities in an urban county are not eligible for this program.
- *Offsite impacts*, for example, initial assessments and studies of physical, social, economic, and fiscal impacts of the aforementioned DOD actions on the surrounding community(s). Other planning, analytical, and environmental review activities, including homeless needs assessments, can be undertaken as long as these planning efforts pertain to the adjustment needs of the surrounding community. Base reuse planning,





## ■ Model Base Reuse Plans

architectural and engineering studies, site planning for specific projects, or other planning already assisted by OEA are not eligible for CAED funding.

The Department awards these grants on a first-come, first-serve basis. Grants typically range from \$75,000 to \$150,000. The requirements for submitting an application for a CAED grant are contained in the program regulations found at 24 CFR 570.401. For a copy of the regulations and for more information on this program, please contact the HUD Headquarters Office found in appendix 1.

# HUD Contacts

## Headquarters, Office of Community Planning and Development

This office in HUD Headquarters is responsible for policy clarification and for coordination of the review of the redevelopment plans and homeless assistance submissions from each LRA. Although LRAs and homeless assistance providers are welcome to contact the Base Redevelopment Team in Washington, it is strongly recommended that a connection be made first with the local Field Office since the field contact will be the HUD staff member who participates directly in the ongoing base reuse planning process.

Andrew Cuomo  
Assistant Secretary for Community Planning and Development  
451 Seventh Street SW., Room 7100  
Washington, DC 20410

### Staff Contact:

Perry Vietti  
Coordinator, Base Redevelopment Team  
451 Seventh Street SW., Room 7220  
Washington, DC 20410  
(202) 708-0614, ext. 4396; Fax (202) 708-3336  
Internet: pvietti@hud.gov

## Field Offices, Office of Community Planning and Development

The field staff are prepared to assist LRAs, homeless providers, and other local interests in realizing the homeless assistance requirements of the Redevelopment Act. These staff can provide:

- A mailing list of homeless providers that are located in the vicinity of the local installation.
- Information on the Consolidated Plan and the Continuum of Care for a community; various contacts in the local community.

- Examples of successful economic development and/or homeless projects.
- Information on the HUD resources that are discussed in appendix 2.

Please contact the HUD Field Office below that is assigned to your community. The following list is organized by State.

### Alabama

John Harmon/Beverly Gosnell  
600 Beacon Parkway West, Suite 300  
Birmingham, AL 35209-3144  
(205) 290-7672; Fax (205) 290-7388

### Alaska

Colleen K. Bickford  
949 East 36th Avenue, Suite 401  
Anchorage, AK 99508-4399  
(907) 271-3669; Fax (907) 271-3667

### Arizona

Martin Mitchell  
Two Arizona Center  
400 North Fifth Street, Suite 1600  
Phoenix, AZ 85004-2361  
(602) 379-4754; Fax (602) 379-3985

### Arkansas

Bill Parsley  
425 West Capitol Avenue, Suite 900  
Little Rock, AR 72201-3488  
(501) 324-6375; Fax (501) 324-5900

### California (Northern)

Jimmy Prater  
450 Golden Gate Avenue  
San Francisco, CA 94102-3448  
(415) 436-6591, ext. 2642; Fax (415) 436-6438

### California (Southern)

Herbert Roberts  
1615 West Olympic Boulevard  
Los Angeles, CA 90015-3801  
(213) 251-7235; Fax (213) 251-7411

## HUD Contacts

### Colorado

Guadalupe Herrera  
First Interstate Tower North  
633 17th Street  
Denver, CO 80202-2349  
(303) 672-5414; Fax (303) 672-5028

### Connecticut

Karen Davis  
330 Main Street, First Floor  
Hartford, CT 06106-1860  
(203) 240-4510; Fax (203) 240-4674

### Delaware

Gerard Lester  
Wannamaker Building  
100 Penn Square East  
Philadelphia, PA 19107-3390  
(215) 656-0626; Fax (215) 656-3442

### District of Columbia

(including MD and VA Suburbs)  
Robyn Raysor  
820 First Street NE.  
Washington, DC 20002-4255  
(202) 275-0994, ext. 3160; Fax (202) 275-0779

### Florida

James Nichol  
301 West Bay Street, Suite 2200  
Jacksonville, FL 32202-5121  
(904) 232-3587; Fax (904) 232-3617

### Georgia

John L. Perry  
75 Spring Street SW.  
Atlanta, GA 30303-3388  
(404) 331-5139; Fax (404) 331-6997

### Hawaii and Pacific Islands

Patty Nicholas  
500 Ala Moana Boulevard, Suite 500  
Honolulu, HI 96813-4918  
(808) 522-8180, ext. 264; Fax (808) 522-8194

### Idaho

John Bonham  
400 Southwest Sixth Avenue, Suite 700  
Portland, OR 97204-1596  
(503) 326-7018; Fax (503) 326-4065

### Illinois

Richard Wilson  
77 West Jackson Boulevard, Room 2401  
Chicago, IL 60604-3507  
(312) 353-1696; Fax (312) 353-5417

### Indiana

Delores Koziol  
151 North Delaware Street  
Indianapolis, IN 46204-2526  
(317) 226-5277; Fax (317) 226-6317

### Iowa

Gregory A. Bevirt  
10909 Mill Valley Road  
Omaha, NE 68154-3955  
(402) 492-3144; Fax (402) 492-3163

### Kansas

William Rotert  
400 State Avenue  
Kansas City, KS 66101-2406  
(913) 551-5484; Fax (913) 551-5859

### Kentucky

Ben Cook  
601 West Broadway  
Louisville, KY 40201-1044  
(502) 582-5394; Fax (502) 582-6074

### Louisiana

Gregory Hamilton  
501 Magazine Street, Ninth Floor  
New Orleans, LA 70130-3099  
(504) 589-7212; Fax (504) 589-2917

### Maine

David Lafond  
275 Chestnut Street  
Manchester, NH 03101-2487  
(603) 666-7640; Fax (603) 666-7644

### Maryland

(not including suburban Washington, DC)  
Robert Cummings  
10 South Howard Street, Fifth Floor  
Baltimore, MD 21201-2505  
(410) 962-2520, ext. 3025;  
Fax (410) 9662-1849

**Massachusetts**

Robert Pacquin  
10 Causeway Street, Room 535  
Boston, MA 02222-1092  
(617) 565-5344; Fax (617) 565-5442

**Michigan**

Carol Patrick  
477 Michigan Avenue  
Detroit, MI 48226-2592  
(313) 226-4343; Fax (313) 226-6689

**Minnesota**

Shawn Huckleby  
220 Second Street South  
Minneapolis, MN 55401-2195  
(612) 370-3019; Fax (612) 370-3093

**Mississippi**

Jeanie E. Smith  
100 West Capital Street, Room 910  
Jackson, MS 39269-1096  
(601) 965-4765; Fax (601) 965-5912

**Missouri (Eastern)**

Ann Wiedl  
1222 Spruce Street, Room 3100  
St. Louis, MO 63103-2836  
(314) 539-6522; Fax (314) 539-6356

**Missouri (Western)**

Lance Long  
Fourth and State Avenue, Gateway II  
Kansas City, KS 66101-2406  
(913) 551-6804; Fax (913) 551-5859

**Montana**

Guadalupe Herrera  
First Interstate Tower North  
633 17th Street  
Denver, CO 80202-2349  
(303) 672-5414; Fax (303) 672-5028

**Nebraska**

Gregory A. Bevirt  
10909 Mill Valley Road  
Omaha, NE 68154-3955  
(402) 492-3144; Fax (402) 492-3163

**Nevada (Clark County)**

Martin Mitchell  
Two Arizona Center  
400 North Fifth Street, Suite 1600  
Phoenix, AZ 85004-2361  
(602) 379-4754; Fax (602) 379-3985

**Nevada (remainder of the State)**

Jimmy Prater  
450 Golden Gate Avenue  
San Francisco, CA 94102-3448  
(415) 436-6591; Fax (415) 436-6438

**New Hampshire**

David Lafond  
275 Chestnut Street  
Manchester, NH 03101-2487  
(603) 666-7640; Fax (603) 666-7644

**New Jersey**

Thomas Giordano  
1185 Raymond Boulevard  
Newark, NJ 07102-5260  
(201) 622-7900, ext. 3331;  
Fax (201) 645-4461

**New Mexico**

Katie Worsham  
P.O. Box 2905  
Fort Worth, TX 76113-2905  
(817) 885-5483; Fax (817) 885-5692

**New York (Downstate)**

Teresa Bainton  
26 Federal Plaza, Room 3504  
New York, NY 10278-0068  
(212) 264-2885, ext. 3403;  
Fax (212) 264-0993

**New York (Upstate)**

Michael Merrill  
465 Main Street  
Lafayette Court  
Buffalo, NY 14203  
(716) 551-5768; Fax (716) 551-4789

## HUD Contacts

### North Carolina

Charles Ferebee  
2306 West Meadowview Road  
Greensboro, NC 27407  
(910) 547-4006; Fax (910) 547-4015

### North Dakota

Guadalupe Herrera  
First Interstate Tower North  
633 17th Street  
Denver, CO 80202-2349  
(303) 672-5414; Fax (303) 672-5028

### Ohio

David Fekete  
200 North High Street  
Columbus, OH 43215  
(614) 469-7773; Fax (614) 469-2237

### Oklahoma

David Long  
500 West Main, Suite 400  
Oklahoma City, OK 73102  
(405) 553-7569; Fax (405) 553-7405

### Oregon

John Bonham  
400 Southwest Sixth Avenue, Suite 700  
Portland, OR 97204-1596  
(503) 326-7018; Fax (503) 326-4065

### Pennsylvania (Eastern)

Gerard Lester  
Wannamaker Building  
100 Penn Square East  
Philadelphia, PA 19107-3390  
(215) 656-0626; Fax (215) 656-3442

### Pennsylvania (Western)

Delores Meyer  
339 Sixth Avenue  
Pittsburgh, PA 15222-2515  
(412) 644-5491; Fax (412) 644-6499

### Puerto Rico and Caribbean Islands

Carmen Cabrera  
159 Carlos E. Chardon Avenue  
San Juan, PR 00918-1804  
(809) 766-5576; Fax (809) 766-5522

### Rhode Island

Robert Pacquin  
10 Causeway Street, Room 535  
Boston, MA 02222-1092  
(617) 565-5344; Fax (617) 565-5442

### South Carolina

Edward Bradley  
1835 Assembly Street  
Columbia, SC 29201-2480  
(803) 765-5564; Fax (803) 253-3641

### South Dakota

Guadalupe Herrera  
First Interstate Tower North  
633 17th Street  
Denver, CO 80202-2349  
(303) 672-5414; Fax (303) 672-5028

### Tennessee

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# HUD Funding for Homeless Assistance Programs

HUD currently administers four competitive programs that provide assistance to help fill gaps in the local Continuum of Care system. Each year, HUD awards funding for these programs through a single competitive application process. For example, in FY 1995, HUD awarded just under \$1 billion among these four programs for Continuum of Care systems. Pending congressional action, the FY 1996 Administration request for HUD homeless programs is \$1.12 billion.

A brief description of each competitive program follows. For more information on how to apply for each, contact the local HUD Field Office listed in appendix 1. The HUD Field Office can also explain how the four HUD formula programs (CDBG, HOME, HOPWA, and ESG) can be used to fund homeless housing and service programs.

## Supportive Housing Program (SHP)

**Program.** The Supportive Housing Program is designed to promote the development of supportive housing and supportive services, including innovative approaches assisting homeless persons in the transition from homelessness and enabling them to live as independently as possible. SHP funds may be used to provide transitional housing, permanent housing for persons with disabilities, and supportive services.

**Eligible applicants.** States, units of general local government, public housing agencies, tribes, private nonprofit organizations, and community mental health centers that are public nonprofit organizations are eligible to apply.

**Eligible activities.** Grantees may use SHP funds to acquire, rehabilitate, or construct structures for use as supportive housing or in providing supportive services; to lease structures for use as supportive housing or providing supportive services; to provide operating costs for supportive housing; and/or to provide supportive services.

**Funding available.** In 1995, \$602 million was awarded on a competitive basis to 678 projects across the country. Seven of these grants used surplus military buildings and properties in the project. All grants were for a 3-year period.

## Shelter Plus Care Program (S+C)

**Program.** The purpose of the Shelter Plus Care program is to provide rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded from sources other than this program. Assistance is targeted primarily to homeless persons who are severely mentally ill; have chronic problems with alcohol, drugs, or both; or have AIDS or related diseases.

**Eligible applicants.** States, units of general local government, tribes, and public housing agencies may apply.

**Eligible activities.** The Shelter Plus Care program provides rental assistance through four components: tenant-based rental assistance, sponsor-based rental assistance, project-based rental assistance, and rental assistance in connection with the moderate rehabilitation of single-room-occupancy units. Applicants may request assistance for any component or combination of components.

**Funding available.** In 1995, \$162 million was awarded on a competitive basis to 79 projects across the country. Grants were for 5 or 10 years, depending on the component that was funded.

## Section 8 Moderate Rehabilitation Single Room Occupancy (SRO) Program

**Program.** The purpose of the SRO Program is to provide rental assistance to homeless individuals in connection with the moderate rehabilitation of SRO dwellings. Resources to fund the cost of rehabilitating

## HUD Funding for Homeless Assistance Programs

the dwellings must be from other sources. However, the rental assistance covers operating expenses of the SRO housing, including debt service for rehabilitation financing, provided that the monthly rental assistance per unit does not exceed the moderate rehabilitation fair market rent for an SRO unit, as established by HUD.

**Eligible applicants.** Private, nonprofit organizations and public housing agencies are eligible to apply.

**Eligible activities.** SRO assistance may be used only for rental assistance and for administering the rental assistance program.

**Funding available.** In 1995, \$136 million was awarded on a competitive basis to 61 projects across the country. One of these grants used a surplus military building in the project. SRO grants are for 10 years.

### Housing Opportunities for Persons With AIDS (HOPWA)

**Program.** The HOPWA program provides housing assistance and supportive services for low-income persons with HIV/AIDS and their families. Grants are provided by selection through a national competition of projects proposed by State and local governments and nonprofit organizations. Grantees are encouraged to form community partnerships with area nonprofit

organizations to provide housing assistance and supportive services for eligible persons.

**Eligible applicants.** Applications for this category were submitted by States and units of general local government in areas that did not qualify for HOPWA formula allocations.

**Eligible activities.** Grantees and project sponsors may use HOPWA funds to provide a range of housing assistance and supportive services, including facilities and community residences, rental assistance, short-term payments to prevent homelessness, technical assistance, supportive services, and other activities. Appropriate supportive services must be provided as part of any HOPWA-assisted housing and may be provided independently of housing support.

**Funding available.** In 1995, \$17.7 million was awarded on a competitive basis for two categories. Sixteen grants were awarded because they were special projects of national significance and could be effective models in addressing the needs of eligible persons due to their innovative nature or potential for replication. Applications for this category were submitted by States, units of general local government, and nonprofit organizations. Five grants were awarded for projects that are part of long-term comprehensive strategies that provide housing and related services for eligible persons. All grants were for 3 years.



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